

# EVALUATION ON COMMUNITY BASED FOREST MANAGEMENT IMPLEMENTATION IN RANDUBLATUNG, BLORA

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## ABSTRACT

*Community Based Forest Management (CBFM) program is implemented so that forest resource benefit and management can be functioned according to optimal and proportional contribution. Randublatung forest in Blora Regency represents forest area region applying the CBFM program. Due to constraints in CBFM implementation and policy in Randublatung, an evaluation study is conducted, and Jegong village is chosen as a sample area. The mix approach using less quantitative more qualitative method is depicted to describe the phenomenon and justify the reasons behind the situation. Evaluation is conducted using four important aspects namely CBFM management, sharing procedure, implementation stages and institutional system. Result shows that CBFM implementation in Jegong village is **suitable**, although it is found some constraint in the implementation process. To conclude, four strategies are created to respond for better application of CBFM Randublatung. There are developing the implementation stages in CBFM, institutional development strategy, multistakeholders collaboration strategy and sharing contribution strategy.*

**Keywords:** CBFM, social welfare, forest preservation

## INTRODUCTION

Blora as a regency in Central Java Province depends on forest for its revenue generating activities. Therefore, since 2002 the local government established the CBFM (Community Based Forest Management) to maintain and enhance the forest productivity to ensure the sustain integration of social, economic and ecological aspects. CBFM is designed to represent the stakeholders interest. These includes the local government and Perhutani as a policy makers and people surroundings since they are affected by this policy. However, in the implementation, several deviations has been occurred. Cutting down forest is most likely happen because in the farmers perspectives, CBFM is defined as an exploitain to the forest. Not only that, the obligation to allocate 25% from Perhutani revenue to facilitate the farmers activities burdens the CBFM operator. On the other side, the farmers depend heavily on this fund to sustain planting and framing activities.

The fact of discrepancy between the implementation and its goal to achieve social welfare triggers the need to do an evaluation study. The process of evaluation in this case study conducted by analyzing

the implementation of CBFM policy, due to reason that the suitability of implementation and its policy leads to positive advantages and represents in the increasing of social welfare. Furthermore, this output will be used to describe impact resulted from CBFM on social welfare and forest preservation, so that the strategy can be formulated.

## METHOD

This research used mixed approach that is a *less quantitative more qualitative method*. Quantitative analysis is used to describe phenomenon and characteristic in CBFM implementation by using evaluation variables. Next, the qualitative analysis is used to explore variables found from previous stage and justify the reason behind the situation. (Creswell, 1994: 146). To achieve the goal, several stages of investigation are applied, they are:

- a. Resource characteristic identification in Randublatung;
- b. Identification of social and economic characteristic in CBFM Randublatung;
- c. Investigates the implementation of CBFM in Randublatung;

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- d. Analysis of CBFM implementation and obstacles variables found from discrepancy in Randublatung;
- e. Impact analysis on policy implementaion of CBFM in Randublatung;
- f. Strategy design to create better performance for CBFM Randublatung.

## BACKGROUND LITERATURE

### 1. Evaluation And Its Definition

In general, evaluation can be defined as appraisal, rating and assessment so that the output of an evaluation gives value according to its objective achievement. Policy evaluation relates with policy performance, especially the public policy implementation (Dunn, 1999). Table below shows policy evaluation criteria that commonly used.

**Table 1**  
**Policy Evaluation Criteria**

No.	Criteria Type	Question	Illustration
1.	Efektiviness	Does the implementation achieve its goal?	Service unit
2.	Efficiency	How much effort is conducted to achieve goal?	Cost unit, Net Benefit, cost-benefit ratio
3.	Adequate	How far the output able to solve the problem?	Fixed cost Fixed effectiveness
4.	Equal	Is the fund distributed equally to target group?	Pareto criteria, Kaldor-Hicks criteria, Rawls criteria
5.	Responsiviness	Is the policy accomodated actor interest and value?	Consistency with citizen surveys.
6.	Clarity	Is the output useful for the beneficiaries?	Public program should be equal and useful

Source : Dunn, 1999

Public policy evaluation has four purposes, that is (Wibawa, 1993):

- **Explanation.** It is expected that an evaluation pictures condition in the study area, so that relationship between observation can be patronized.
- **Obedience,** can be pictured from the stakeholder behaviour in order to applied the policy accordingly.
- **Audit,** means to ensure that output will be delivered to target group though there is a deviation in the implementation.
- **Accounting,** to measure the economic and social impact of the policy.

### 2. CBFM (Community Based Forest Management) Concept.

CBFM according to Head of Forest Monitoring Institution No. 136/KPTS/Dir/2001 means a system to manage forest resource between stakeholders based on share contribution

principle, so that collective interest can be accomodated to achieve sustainable function and benefit optimally and proportionally.

Relates with Government Legislative No. 32 Year 2004 about Local Autonomy and Government Legislative No. 33 Year 2004 about Central and Local Monetary Balance, CBFM is defined as management policy system focus on private and local government collaboration to develop forest society empowerment or even other entities based on group learning, trustworthy, appreaciation to each role in forest management context to integrate economic, ecology and social facet proportionally according to goal stated in Government Legislative No. 41 Year 1999 about Forestry.

### **3. Community Empowerment Potentials and Management Principles on CBFM**

#### **a. Community as Forest Manager (Pengelola)**

This can be seen as an opportunity for community to take leading role on forest management (Awang, 2003: 53-59). The need to be protected and to be accommodated their interest on forest management. (Rachmawati, 2002) This leads to awareness built by them on preserving resources and community based forest management as in the case of Kuningan Regency, West Java Province. CBFM develops community sense of belonging to the forest and benefits from forest products.

#### **b. Community as a social investment.**

This is triggered by the paradigm of participatory planning as an important variables in forest development. (Syaukani, 2002). Furthermore, the need to shift the paradigm from community as a social cost should be replaced with community as an social investment, since this is proved to be able to maintain the forest sustainability.

#### **c. Community possess relatively high local genius wisdom (Syaukani, 2002).**

As in the implementation in India, two third of villages in India relies on forest for daily fuels and cattle food. Not only that, almost 70% of Indian using herbs from forest as a medical cure. This is done together with the forest preservation, especially by the female villagers.

#### **d. Tradition to classify forest area to a functional usage. (Awang, 2003: 53).**

In Dayak Benuak, Kutai Regency, there are several forest function which are as a free forest. Reserve forest for hunting and collecting the three branches, reserve forest for construction materials, forest for farming and plantation. As a result, the positive advantage of forest continuity can be maintained.

#### **e. Community ability for minimize conflict management vertically and horizontally (Awang, 2003: 53).**

An interesting case happened in Homilikya village, Merauke, Irian Jaya in solving the problem of Sago tree ownership. The intervention from community leader to form discussion based on local custom practices able to

solve the conflict between institution and stakeholder.

### **4. Lesson Learned From CBFM Implementation**

- a. CBFM in Randublatung (Gempol and Tanggel village) and in Pemalang (Suraja and Glandang village).

The important points that can be derived from those implementation is that CBFM should be conducted on **Share and Togetherness Principle and focus on benefit system**. This is done by evaluating the budget allocation to be concentrated to answer the question "Do the poor people surrounding forest benefits and able to improve their welfare?" In practice, the share of 25%:75% to people surrounding forest and local government (Perhutani) respectively represents the Share and Togetherness principle.

The success of CBFM depends on support from central and local government, community support, institutional and political commitment from stakeholders, clarity of principles implementation, social welfare increase and forest preservation.

- b. Participation from Muria Hijau Concorcium in CBFM in Kudus Regency

To prevent from deforestation and environmental degradation, productivity rehabilitation is needed. Past experience proves that the rehabilitation is failed due to lack of stakeholder participation. CBFM is considered as an accommodation for rehabilitation process.

In Kudus implementation, the stakeholders (government agents, scholars, enterprenuer, community leader, police and army) build commitment to do the forest rehabilitation via the Muria Hijau Concorcium. However, several failures happened because of lack people understanding and awareness on CBFM concept, the neglection of social welfare achievement, and the weakness of law enforcement.

This case studied that the success of CBFM relies heavily on community participation level and social welfare achievement. The lower the economic and social condition of the society

triggers the deforestation and environmental degradation.

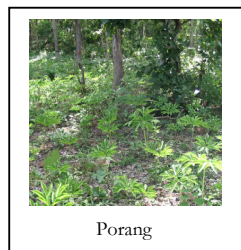
### CBFM IMPLEMENTATION IN JEGONG VILLAGE, RANDUBLATUNG

Jegong village has an area of 25.831,94 km<sup>2</sup> and consists of housing, farming, plantation and forest land use. Forest in Jegong village is to be planted by the local government and the Jegong inhabitants, and mainly the teak and mahogany tree

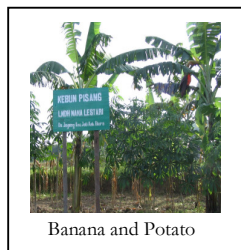
To represent the social and economic condition, we can conclude that, in average by looking at income distribution, most of people occupation is farmers and it keep increasing since the CBFM is implemented in this village. Data shows 58,06% of farmers using the forest area for their planting activity. The rest relies their occupation on forest by cutting down the wood and transport the wood product to outside area..

CBFM implementation in Jegong locates in area of 12.121 km<sup>2</sup> and divided into 45 lots (CBFM in Randublatung can be seen in Picture.3)

CBFM in Jegong village is classified into 2 categories; inside forest planting and outside forest planting. The herbs like curcuma, ginger and so forth is planted mixed with corn, soya and peanut bushes for inside forest planting, while on the outside forest planting concentrates on wood producing activity.



Porang



Banana and Potato

Source: Observation, 2007

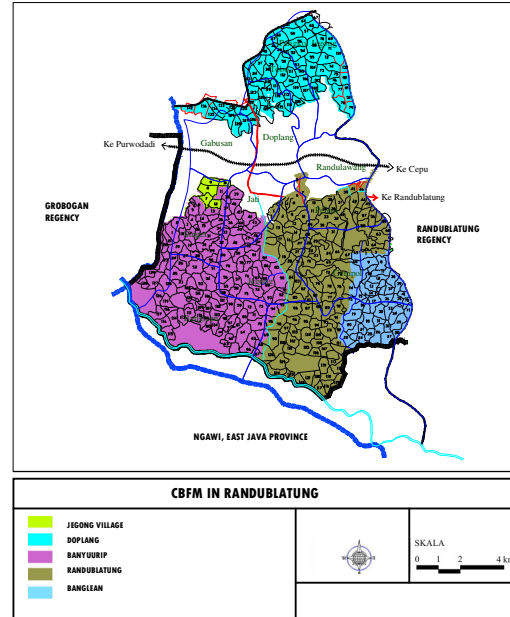
Picture 1  
Inside forest  
planting with Porang  
Tree

Picture 2  
Outside forest  
planting with  
Banana and Potato  
Tree

The productivity of planting activity leads to establishment of small cooperatives (Kospin). The funds collected

by selling fertilizer and member savings. Other outside forest activity are kindergarten, radio broadcast, group learning, chair rental, and cattle breeding.

To support the CBFM, there is an institutional commitment, via Communication Forum in Jegong village as a model village. The member comes from targeted working groups and government staff.



Picture 3  
CBFM in Randublatung

### A COMPARATIVE ANALYSIS TOWARDS CBFM IMPLEMENTATION IN RANDUBLATUNG

To do this analysis, four important aspects is defined, which are CBFM management, sharing procedure, implementation stages and institutional system. To find the discrepancy, the CBFM also to be compared with some legislation according to PERHUTANI policy like SK No.136/KPTS/Dir/2001 and SK. No.2142/KPTS/Dir/2002. Regarding those, list of indicators then to be crosschecked with implemetaion of CBFM in Randublatung and summarize in table below.

However, in the implementation of four aspects above, it is found that the several aspects gives negative impacts, uncomformity and even still in the status quo condition, and shown in the Table 3.

Table 2  
Achievement Indicators

CBFM Implementation Variables	CBFM Achievement Indicators
CBFM Management	• A range of variety of plants in the forest develops other commodity such as cattle, fishing, farming and increasing the welfare contribution.
	• Food contribution from forest product
	• Plantation system is designed based on social and economical condition of farmer without neglecting the forest ecosystem.
Sharing Procedure	• Value and proportional should be placed in every CBFM contract/agreement.
	• Proportional sharing procedure
	• Clear allocation and distribution
	• Clear and responsive actor and role distribution
Implementation Stages	• CBFM should be in accordance with the steps defined
	• Should have a village model for CBFM implementation
	• CBFM is applied according to the strategic planning
Institutional System	• Communication Forum availability
	• Institutional support should be divided into several target groups.
	• Village authority to declare/issue a decision
	• Clear and responsive actor and role distribution

Source : Analysis, 2007

Table 3  
Discrepancy Factors Resulted from CBFM Implementation in Jegong Village

Aspects in CBFM Implementation	CBFM Activities	Check list	Problems	Impact to CBFM Implementation
CBFM Management	• Inside forest activities	V	• A variety if plans is designed according to the harvesting season	• Limited stock only to those planted in specific harvesting season.
	• Outside forest activities	-	-	-
Sharing Procedure	• Responsibility share	-	-	-
	• Forest product share	V	• <i>Sharing</i> is not on schedule • Fund sharing allocation is misstargeted	• Delaying the technical activities of CBFM like planting. • Improvement of social welfare is not optimal
Implementation Stages	• Socialitation	V	• Low human resources	• Low understanding capability • Error in field implementation
	• Multi stakeholder Dialogue	-	-	-
	• A village model establishment	-	-	-
	• Communication Forum in village level	-	-	-

Aspects in CBFM Implementation	CBFM Activities	Check list	Problems	Impact to CBFM Implementation
	• Commitment construction	V	• No legislative support to justify area of exploitation	• Unclear limitation of an exploitation area
	• Contract / Agreement	-	-	-
	• Village potentials identification	-	-	-
	• Strategic planning making	-	-	-
	• Strategic planning implementation	V	• Bad security staff behaviour to ensure the goal achievement	• Social gap between society and forest policeman.
Institutional System	• village institutional support	V	• Topdown institutional system	• Does not accomodate villagers interest
	• Perhutani institutional support	V	• No physicological bounding from Perhutani staff	• CBFM implementation waits for Perhutani staff commitment
	• Multi stakeholders Communication Forum	V	• Miscommunication and miscoordination between staff to accomodate people interest • Social welfare and forest preservation relies heavily only to forest.	• Incapability of Communication Forum  • Lack of institutional link network relates with forest management.

Source : *Analysis, 2007*

Notes:

V : indicates problems in CBFM implementation.

## IMPACT ANALYSIS AND AN EVALUATION TO CBFM IMPLEMENTATION IN RANDUBLATUNG

Impact analysis is conducted by overlooking the goals achievement to determine the policy effectiveness. In Randublatung case, the goals are to ensure the forest preservation and improve social welfare. Therefore, the indicators used in previous section will be used again to measure the implementation contribution towards CBFM goals (please see Table 4)

Table 4  
Impact Analysis from CBFM Implementation

No	Variables for Evaluating CBFM	Social welfare	Forest Preservation	Impact/Goals Achievement
1.	CBFM activities a. Inside forest – Planting – Maintenance – Protection and Harvest b. Outside forest – Public forest development – Cattle breeding	V V V - V	V V V V -	<b>1. Social Welfare</b> – Food contribution – Job opportunities – Entrepreneurship challenge – Improvement of education (formal and vocational skills) – Share contribution – Clear fund allocation – Quality improvement of village infrastructures and utilities.
2.	Sharing Procedure a. Role and Responsibility – To protect and to preserve forest for sustaining functions and benefits b. Products – Wood processing share – Productive activities share	- V V	V V V	<b>2. Forest Preservation</b> – Ecologically sustainable. – Availability of reforestation/rehabilitation – Lowering the level of wood stealing occurrence. – Improvement of productive area. – Lowering forest security disturbance
3.	Implementation stages – Planting – Maintenance – Harvest – Protection	V - V -	V V - V	
4.	Institutional (Communication forum in village level has authority to): – Monitor and evaluate the CBFM implementation – Report the CBFM activities	- -	- -	

Source : Analysis, 2007

Notes:

V : indicates impact affected in CBFM implementation.

It is clear that the positive impact of CBFM give significant benefit to people surroundings, especially Jegong villagers. Not only that, the benefit also influences area surrounding Jegong village by using forest commodity namely in Singget, Gabusan, Gempol, Banglean, Kepoh, Palem, Doplang and Tobo villages. The forest commodity can be in a form of teak production, fossil fuels, and herbs medicine.

Another positive impact is the food contribution in Jati municipalities which leads to increasing the harvesting production on farming in Randublatung.

## CONCLUDING REMARKS

To sum up, it is clear that evaluation on CBFM implementation in Randublatung is SUITABLE, as for the application is in accordance with its procedure and producing effectiveness by giving several significant contribution. Though in the application, several failures occurred, like sharing is not on schedule, fund sharing allocation is mistargeted, topdown institutional system, low human resource and so forth. However, in general the goals to improve social welfare and forest preservation can be achieved.

To respond to the evaluation process, strategy is created to perform better application of CBFM in Randublatung.

1. Developing the implementation stages in CBFM to be focused on recovery of the existing system. The need to put more responsive legislative support and create performance indicator evaluation for every steps taken.
2. Institutional development strategy via strong relationship between model village and people benefited by the forest.
3. Multistakeholders collaboration strategy via strengthening Communication Forum to establish clear responsibility and create network between multi interest so that minimize conflict management.
4. Sharing contribution strategy. This is designed to be able to adopt the proportional share according to inputs given by each location and improving fund allocation up to 25% for the people surrounding forest.

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